



Staff Report to the St. Petersburg Community Planning & Preservation Commission

Prepared by the Planning & Development Services Department,
Urban Planning and Historic Preservation Division

For Public Hearing on Tuesday, December 10, 2019
at 2:00 p.m. in the Sunshine Auditorium City Council Chambers, City Hall,
330 Fifth Street North, St. Petersburg, Florida.

According to Planning and Development Services records, no Community Planning & Preservation Commission members reside, or own property located within 2,000 feet of the subject property. All other possible conflicts should be declared upon announcement of the item.

City File: SNC 2019-01

37th Street South, between 38th Avenue South and 54th Avenue South

This is a City initiated application requesting the Community Planning and Preservation Commission (“CPPC”), in its capacity as the Local Planning Agency (“LPA”), to make a finding of inconsistency with the Land Development Regulations in the City Code and forward to City Council a recommendation of **DENIAL** of the Street Co-name for a portion of 37th Street South, between 38th Avenue South and 54th Avenue South, “Skyway Marina Boulevard”.

APPLICANT INFORMATION

APPLICANT: City of St. Petersburg
175 5th Street North
St. Petersburg, Florida 33701

STAFF: Ann Vickstrom, AICP, RLA, Planner

CONTACT: Urban Planning & Historic Preservation Division
Planning and Development Services Department
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REQUEST

A request to co-name a portion of 37th Street South, between 38th Avenue South and 54th Avenue South, “*Skyway Marina Blvd*” (See Map A).

This request is pursuant to a City Council vote in February 2019 to initiate a street *re-naming* application. The Urban Planning and Historic Preservation Division initially recommended against the street *re-naming*. On April 9, 2019, the Community Planning & Preservation Commission (CPPC) conducted a public hearing and voted to similarly recommend denial. The application was tentatively scheduled for a required City Council public hearing, and subsequently delayed in order to consider the street *co-naming* option.

SITE DESCRIPTION

Street Address: 37th Street South

Location: From 38th Avenue South to 54th Avenue South

Neighborhood Association: Broadwater Civic Association
Tom Ando
No Neighborhood Plan

Maximo Moorings Neighborhood Association
Jim McBride, President
No Neighborhood Plan

Skyway Marina District
Jack Dougherty

BACKGROUND

On February 7, 2019, representatives from the Skyway Marina District requested the City of St. Petersburg to consider *re-naming* a portion of “37th Street South” between 38th Avenue South and 54th Ave South to “Skyway Marina Boulevard”. The City Council considered the request from the Skyway Marina District as part of their efforts to further brand the area as a recognizable business district with its own identity. The request was introduced as a new business item and was approved by City Council to move forward for further study and technical evaluation.

Pursuant to Section 16.80.020.1 of the City Code of Ordinances, the CPPC is responsible for reviewing and making a recommendation to the City Council on all proposed street change requests. Therefore, the City Staff reviewed the application/request based on the criteria in Section 16.40.140.2.5 of the City Code. The City Staff did not support the request based on the following standards of the City Code not met:

1. Duplicates an existing street name regardless of whether the right-of-way is designated as a street avenue, place or other designation.
2. Is consistent with the established numbered grid system of street names or other existing street naming pattern.
3. Names or renames all segments of the same street to avoid confusion that may result when just a portion of a street is renamed.

The Skyway Marina District conducted an outreach to residents and businesses in the form of signature cards mailed to the residents and businesses within the district west of 34th Street and between 54th Avenue and 38th Ave South. Of the 330 mailed cards, 71% were mailed back to the City with a response, including 227 cards in support of the initiative (69%), and seven (7) in opposition (2%). Of these responses, only 5 were representative of the property owners on the linear frontage of the portion of 37th Street South subject to the renaming. The design of the signature cards may have skewed the results towards residents supporting the

change as the cards provided a box to check in support of the renaming of 37th Street South to “Skyway Marina Blvd.” followed by a place for resident name, address, and signature. A space for objections to the street renaming was not provided. However, while several residents wrote their objections on the cards, most just signed and returned them.

During the initial City Staff review, it was determined that the renaming would impact those residences and businesses along the portion of the street effected by the name change because of the requirement to change the addresses with the US Post Office and on all private accounts (Map B). It was also determined that when a street is renamed, the emergency response departments may have confusion of where an address may be located especially if the old address is used. The Community Planning & Preservation Commission (CPPC) recommended denial of the application on April 9, 2019. Prior to going to the City Council for a public hearing, the application was delayed in order to coordinate with the associated Neighborhood and Business Districts to discuss plans for a cohesive and unified identification for the roadway.

The application now includes the co-naming of 37th Street South between 38th Avenue South and 54th Avenue South to “Skyway Marina Boulevard”. Because the request is considered substantially different, City Staff sent out notices to all properties within 300 feet of the street co-name area for a public information meeting. At the Public Information Meeting held on November 19, 2019, the City Staff explained 1. the differences between renaming and co-naming the street; 2. that the individuals who live along the portion of 37th Street South affected by the co-name change would not have to change their address, and 3. the street would have signs with both names (37th Street South and Skyway Marina Blvd.) posted to help prevent confusion. Four (4) persons attended the Public Information Meeting held at St. Petersburg College – Allstate Center. Three attendees objected to the co-naming proposal (two of these attendees lived along the affected portion of the street) and one attendee, representing the Skyway Marina District, was in support of the co-naming application. Those who objected to the application cited the following reasons for their objection:

1. Residents along 37th Street, from 38th Avenue South to 46th Avenue South, are part of Broadwater Neighborhood Association, not the Skyway Marina District.
2. The co-name does not reflect the character of single-family residential properties.
3. The co-name gives a notion that 37th Street is a main street and higher speeds may prevail.
4. The co-name should be along 34th Street South, where more businesses are located, rather than 37th Street South.

The representative from the Skyway Marina District indicated that after a meeting with the Florida Department of Transportation (FDOT) the preferred option is to co-name 37th Street from 38th Avenue South to 54th Avenue South due to the complex nature of the application process to rename or co-name a State roadway. He also indicated that co-naming 34th Street may be more confusing to emergency responders.

In response to the revised application, the City Staff has prepared this revised Staff Report for the CPPC and City Council public hearings.

CONSISTENCY TO SECTION 16.40.140.2.5 CRITERIA

The Urban Planning and Historic Preservation Division staff reviewed this revised application in the context of the following criteria excerpted from the City Code Section 16.40.140.2.5.

Criteria #1: *Request a person’s name who has not been deceased for at least one (1) year. Such person’s last name should be used unless additional identification is necessary to prevent duplication.*

This criterion is not applicable as the application does not include the use of a person’s name.

Criteria #2: *Duplicates or is phonetically similar to an existing street name regardless of whether the right-of-way is designated as a street, avenue, drive, place or other designation.*

The “Skyway Marina Boulevard” street name was chosen for consistency with the identifying gateway signage to the Skyway Marina District. Within the City of St. Petersburg, there are no exact duplicates of the proposed name; however, there are many partial duplicate names, including Marina Drive, Marina Plaza, Marina Terrace, Marina Way, and Sunshine Skyway Lane. Throughout the City of St. Petersburg, there are no phonetically similar variants.

Within Pinellas County, there are no exact duplicates of the proposed name; however, there are many partial duplicate names, including one (1) roadway which includes “Skyway” in the name, “Sunshine Skyway Lane,” and seven (7) roadways with “Marina” including: Marina Plaza, Marina Del Ray Court, Marina Drive, Marina Way, Marina Terrace, Marina Cove Way, and Marina Key Lane. Throughout Pinellas County, there are no phonetically similar variants.

Criteria #3: *Is consistent with the established numbered grid system of street names or other existing street naming pattern.*

The City of St. Petersburg primarily utilizes numerically-named streets and avenues which help residents, visitors and emergency responders to easily navigate the City’s street grid system. Because the application has been revised from a rename to a co-name, and the original street name “37th Street South” will remain to follow in the numbered grid system, the co-name will have a lesser effect on wayfinding within the city. The street will have dual street names and signs to avoid disruption to the numbered street pattern. Therefore, the co-naming of the street will not affect the street naming pattern as the original street name, 37th Street South, will remain as part of the identification of the street.

Criteria #4: *Reflects a significant event, place, or person in the history of the City, region, state or nation.*

Street names are often proposed to memorialize a significant event, place, or person. In this instance, the request is to give notice and bring attention to a developing “place” with its own distinct identity in the city.

Criteria #5: *Has significance or value as part of the development, heritage, or cultural characteristics of the City, state, or nation, and contributes to civic pride and wider public knowledge or the appreciation of the heritage and history of the City.*

In April 2013, over 240 residents and business owners came together to develop a future vision for the Skyway Marina District located along 34th Street South, between 30th Avenue South and 54th Avenue South. The City of St. Petersburg, together with the Steering Committee, worked on a plan and process for the development of the Skyway Marina District. Participants were presented with information on transportation, land use, design and site development, economic development and other topics. Through this process, a new identity and plan was forged. The Skyway Marina District was adopted as the name of this area and a logo was unveiled in October 2013.

The Skyway Marina District Plan represents a collective vision for a south St. Petersburg mixed use center. The community has long desired a destination district in the southern Pinellas County area as their first option for shopping, dining and employment. A successful district would expand the market from local to regional, improving the business mix and increasing employment opportunities.

The following objectives are core to the success of the Skyway Marina District Plan and are the basis for these strategies:

- Create a place with a recognizable identity
- Increase the population and buying power
- Increase employment
- Create a multimodal environment
- Promote sustainability

Strategies have been defined to accomplish the vision, including transportation, streetscape, land use & site design, economic development, marketing & promotions and implementation. The street co-naming has been requested primarily in response to the first objective, to create a place with a recognizable identity, and will correlate with streetscape strategies promoting unified and themed public signage. However, the Skyway Marina District Plan does not explicitly recommend or reference a street renaming/co-naming. According to the Skyway Marina District:

“The opportunity for the District to define itself through a street name is significant to the efforts of the District. The District was named five years ago, [which] has increased awareness of the area via signage, marketing and promotions, events and economic vitality. Having a street name for the District will [better] define the District with a sense of pride for the surrounding homes and businesses. The name change will hold significant value for the community within it.”

It should be noted, that initially the Economic and Workforce Development Department had indicated that place-making would be better achieved by co-naming or renaming 34th Street South between 30th Avenue South and 54th Avenue South to Skyway Marina Boulevard. Based on information received concerning the length and complexity of the renaming/co-naming process for a State roadway, the Economic & Workforce Development Department is supportive of co-naming this portion of 37th Street South to Skyway Marina Boulevard.

Criteria #6: *Names or renames all segments of the same street to avoid confusion that may result when just a portion of a street is renamed.*

With the renaming of the 37th Street South to Skyway Marina Blvd. one of the previous concerns was that the change on a portion of the street may present more of a challenge for emergency responders than changing the entire street or avenue. Because the initiative now includes the co-naming of the street the original street name will remain with the addition of the new street name. Based on conversations with both the City Police Department and Fire Department, there should not be confusion with the names as long as the City Police and Fire Departments and the Pinellas County Emergency Communication Center are notified immediately of the name changes. The Police and Fire Department indicated they have no objections.

Another concern is that the area of the co-naming excludes much of the Skyway Marina District that is located along 34th Street South and along 37th Street South between 38th Avenue and 30th Avenue South. Map C indicates the subject portion of 37th Street South in relation to the Skyway Marina District boundaries. The subject portion of the street to be co-named is not completely contained within the Skyway Marina District boundaries but serves more as a western boundary. There are physical markers that define the proposed Skyway Marina Boulevard along 37th Street South. These physical markers include the Pinellas Bayway as a defining endpoint and the traffic roundabout at 38th Avenue South, the northern boundary of the proposed co-name roadway.

Criteria #7: *Is consistent with other relevant information identified in the course of review.*

Additional concerns and information have been identified during the review of the street renaming and co-naming. Many of these concerns have been addressed by the revision of the application from a rename to a co-name of 37th Street South to “Skyway Marina Blvd.” These concerns have been identified by those in opposition to the renaming of the road and are identified below in bold followed by the City response:

- **According to Section 16.70.050.1.4. of City Code, an application for a street name change may be initiated by property owners representing at least 51 percent of the linear frontage of the street right-of-way proposed for renaming.** The City Council may also initiate a street name change on its own initiative and without letters of consent from abutting owners. Because this application is City-initiated, it is consistent with this requirement.
- **The proposed renaming would be inconvenient and costly to residents and business owners to change mailing address.** Because the application has been changed to a co-naming, property owners will not have to change their address. The Street will have a co-name and signs featuring both names. In addition, the Skyway Marina District has agreed to pay for the cost of the street signs.
- **34th Street South would be a better subject for the street renaming due to its prominence and importance as a redevelopment corridor in the District.** While 34th Street South has more prominence within the business district, the renaming of 34th Street South may provide more confusion for local businesses surrounding the renamed area as visitors may not know which portion of 34th Street that is renamed. The process to rename a State roadway is a complex process that requires the approval of State, County and local governments and may take several years.
- **The numbered street grid makes it easier for visitors and emergency responders to navigate the area.** With the application change to the co-naming of the street, the original 37th Street South name will remain, allowing the numbered street grid pattern to remain unchanged.
- **The street in question is a residential street that does not attract enough outside residents or tourists to achieve the goal of branding the district.** The branding of the area is supposed to be a part of the strategic plan that attracts more interest to the area. This is part of the Skyway Marina District’s strategy to bring growth to the area based on branding, streetscape and identification of the area to outside interests and visitors.
- **The subject street is not a boulevard.** Typically, a boulevard is a wide street lined with trees. There are areas along 37th Street South lined with trees and a pedestrian walkway, part of the City’s Trail system, is located along the east side of the street. The street provides multi-modal transportation to the area. There are several comparable examples throughout the city, including Coffeepot Boulevard, Brightwaters Boulevard (no sidewalks), and Snell Isle Boulevard.
- **Some property owners opposed to the renaming indicated they would prefer it to be a co-named, as did many City departments.** When co-naming the street, the burden to change an address is not placed on residents because the original street name remains. Because the application has changed to a co-name, this is no longer a concern.

Criteria #8: *Should be added to all or portions of the street to provide dual name status of the street within local historic districts or other parts of the City.*

A portion of 37th Street South that is proposed for co-naming is located within the Skyway Marina District or along the western boundary of the District, with the segments from 46th Avenue South to 42nd Avenue

South and 40th Avenue South to 38th Avenue South lying just outside the District. The proposal to co-name the street leaves out the area north of 38th Avenue South. However, the traffic roundabout at 38th Avenue South provides a physical endpoint for the co-naming of the roadway.

PUBLIC COMMENT

The public comment for the earlier renaming application is described on pages 2 and 3 of this report. Upon the change in the application to a co-naming, a public notice was sent out for the Public Information Meeting held on November 19 and for 2 public hearings scheduled for December 10 (CPPC meeting) and January 16, 2020 (City Council). These notices were mailed on November 7. Four (4) persons attended the Public Information Meeting held at St. Petersburg College – Allstate Center. Three attendees objected to the co-naming proposal (two of these attendees lived along the affected portion of the street) and one attendee, representing the Skyway Marina District, was in support of the co-naming application. In addition, one email in support of the co-name and one letter in opposition to the co-name has been received by City Staff.

PUBLIC HEARING PROCESS

The proposed street co-naming requires one (1) public hearing, conducted by the City of St. Petersburg City Council. The City Council shall consider the recommendation of the CPPC and vote to approve, approve with modification or deny the request.

RECOMMENDATION

Given that outstanding **areas of concern** have been identified in the City Code Section 16.40.140.2.5. Criteria #2, staff recommends the CPPC vote to recommend **AGAINST** the proposed street co-naming. This position reflects a policy the City Administration and City Staff have about street renaming and co-naming as a regulatory tool and is in no way directed towards the Skyway Marina District and goals for strategic growth and branding of the area.

It is noted that the applicant has merit for consideration based on the following:

1. A strong response from area residents and the Skyway Marina District.
2. A response of ‘no objection’ from emergency services.
3. A willingness of the Skyway Marina District to pay for associated costs.
4. The co-naming does not require mailing address change.

In addition, the Skyway Marina District should be commended for their strategic plans for continued growth, branding and developing their individual identity within the City.

If approved, Staff recommends the following **condition of approval**:

1. The Skyway Marina District agrees to pay all fees and other costs of sign manufacturing and installation.

Report Prepared By:

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Urban Planning and Historic Preservation Division
Planning and Development Services Department

Exhibits

1. New Business Item
2. Map A – Location Map
3. Map B – Individual Parcels
4. Map C - Proposed Street Co-naming in Relation to Skyway Marina District Boundaries
5. Public Comment Summary

CITY COUNCIL AGENDA NEW BUSINESS ITEM

TO: **Members of City Council**

DATE: **January 31, 2019**

COUNCIL DATE: **February 7, 2019**

RE: **Renaming a portion to 37th Street South to Skyway Marina Blvd.**

ACTION DESIRED:

Respectfully requesting an ordinance from staff renaming that portion of 37th Street South from 38th Avenue South to 54th Avenue South which lies within the Skyway Marina District to Skyway Marina Boulevard

RATIONALE:

The opportunity for the District to define itself through a street name is significant to the efforts of the District. The District was named 5 years ago, has increased awareness of the area via signage, marketing and promotions, events and economic vitality. Having a street name for the District will more define the District with a sense of pride for the surrounding homes and businesses. The name change will hold significant value for the community within it.

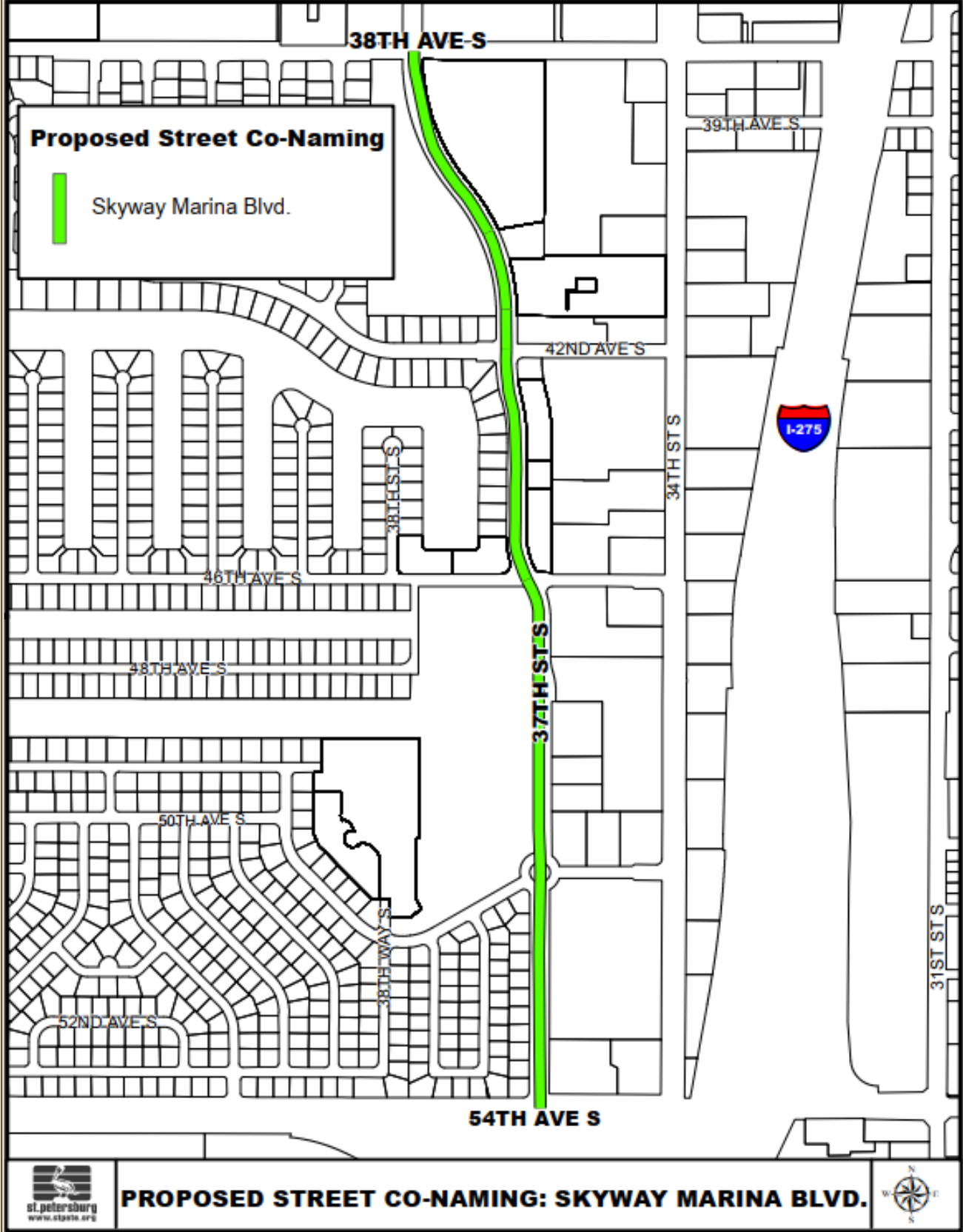
The name Skyway Marina Blvd. would be different from other named streets with “Marina, or Skyway” in them by matching the District name along with the gateway signage on the outskirts of the District. The name change is significant in history being made, the change of times and a growing District to be remembered for years to come. This assists in the pride of the District and the persons living and working in it, along with more public knowledge of the District and a reminder that we are a community working to increase economic growth for the future residents of the District. Allowing this name change would increase a historical opportunity with positivity and appreciation.

Lisa Wheeler-Bowman
District 7

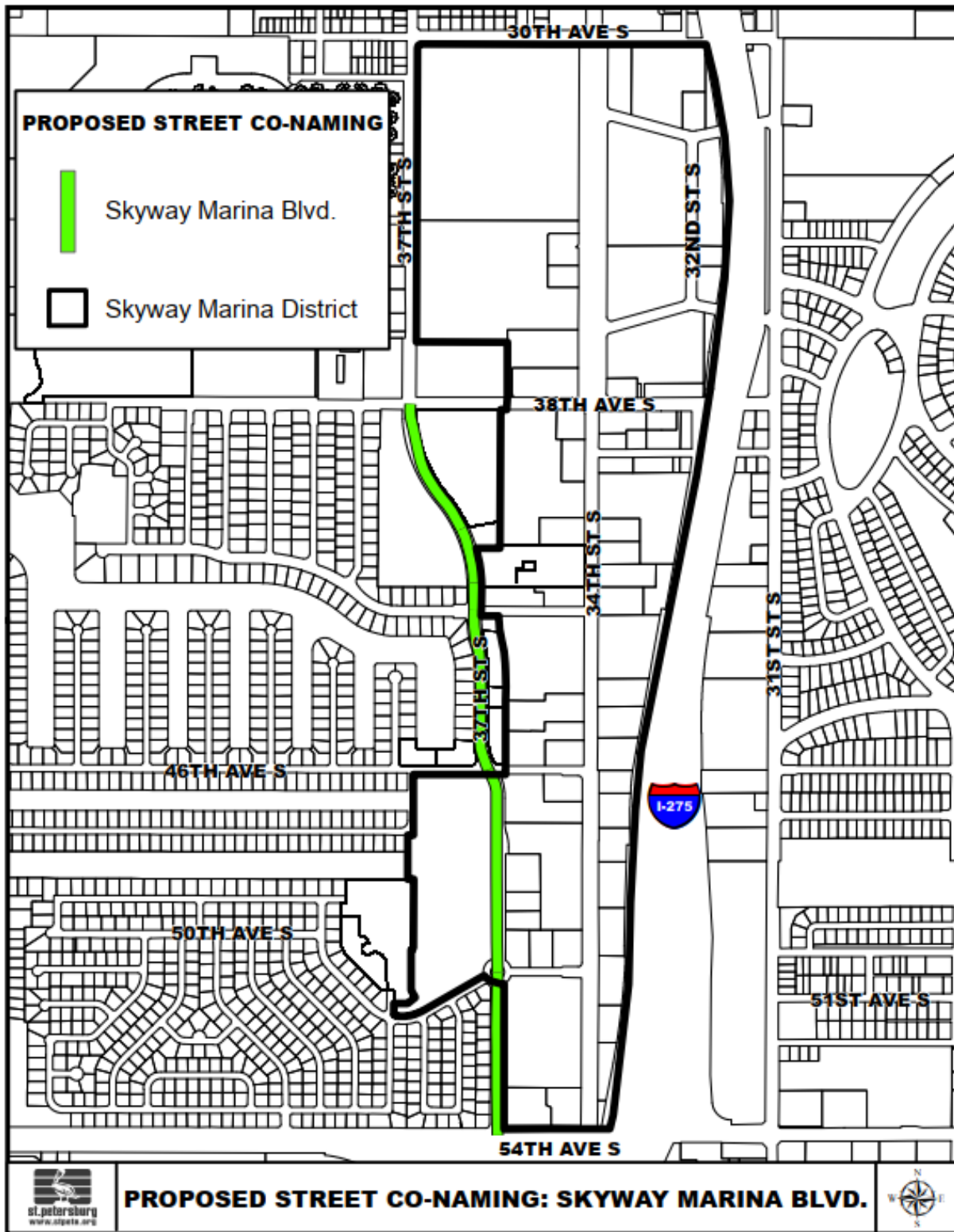
MAP A Location Map



MAP B Individual parcels



Map C Identification of Street Co-naming and Skyway Marina District



PUBLIC COMMENT SUMMARY

Renaming:

1. Skyway Marina District Signature Card Outreach for Renaming:

Support: 227

Opposed: 7

*22% of the linear frontage on the public right-of-way proposed for renaming was represented by property owner (giving support).

2. City Outreach Renaming (mail out notice to property owners, neighborhood association notification, public information meeting):

Support: 8

Opposed: 13

3. Public Information Meeting 1 - Attendance (Renaming): 21

Subtotal Responses for Renaming:

255 Written Responses (235 in Support and 20 in Opposition)

21 in Attendance at Public Information Meeting

Co-naming:

1. Public Information Meeting 2 - Attendance for Co-naming: 4

Support: 1

Opposition: 3

2. Other Responses for Co-naming: 2

Support: 1

Opposition: 1

Subtotal Responses for Co-naming:

2 Written Responses (1 in Support and 1 in Opposition)

4 in Attendance at Public Information Meeting 2 (1 in Support and 3 in Opposition)

Total Responses:

257 Written Responses (236 in Support and 21 in Opposition)

25 in Attendance at Public Information Meetings